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ABSTRACT

Delaware is a good example of the falsity of the old notion that small is simple. Although a small state in terms of population, its social systems and bureaucracies can be complex indeed. Delaware has been unusually popular with American businesses, leading to more Fortune 500 companies being incorporated there than in any other state. The economy shows a healthy balance between the sectors, with diversification a major factor in the state's relative economic stability. Delaware's manufacturing capacity will not need the retraining and job creation efforts that have characterized Michigan, Indiana, and Ohio. The state's youth population has proportionately more blacks than the state as a whole, suggesting a gradual increase in the adult nonwhite population. Public schools in Delaware seem to graduate a higher percentage of black students than the nation as a whole; however, the retention rate to high school graduation for all children could be improved. The higher education system in the state is diverse, with both a "flagship" and a traditionally black university, as well as some private institutions and community colleges. Increased voluntary coordination is necessary between public and independent schools, institutions of higher learning, and those representing business education and training programs. (KM)

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THE STATE AND ITS EDUCATIONAL SYSTEM

BY HAROLD L. HODGKINSON

EA 021 767

THE INSTITUTE FOR EDUCATIONAL LEADERSHIP, INC.

ACKNOWLEDGEMENTS

Special thanks need to be given to William B. Keene, State Superintendent, and to members of his staff for their excellent publications describing their state's educational system. Although it may be easier in a smaller state, it is an unusual pleasure to look at two different publications and find that their numbers describing the same thing add up to the same total! In addition, the data available in Delaware are much more timely than in other states.

This report brings together a wide variety of data having to do with Delaware. This integration could not have been accomplished without a computer program called Super-File, which has been a joy to use. Congratulations to FYI, Inc. and the geniuses who thought it up.

Thanks also to Michael Usdan, President of the Institute for Educational Leadership, and to Bob Atwell, President of the American Council on Education, for their advice and support. Louise Clarke, Chief Administrative Officer at IEL, has become indispensable in producing these reports, on time and on budget, while Tony Browder has become crucial for graphics and design. Finally, Frank Dilley, Chairman of the Philosophy Department at the University of Delaware and a long-time friend, was very helpful in providing Delawariana.

Errors of fact and interpretation, however, remain the responsibility of the author.

Harold L. Hodgkinson
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COVER NOTE:

This map of Delaware will surprise many people who have not seen the state's outlines before. In addition, the Wilmington-Philadelphia-Trenton Consolidated Metro Area swells the northern part of the state well past its boundaries. Sixty-seven percent of the people of the state live in 1/4th of the land mass. In thinking about the state's future, these areas are the social equivalents of mountains, rivers and roads. "People Maps" like this one are becoming increasingly important tools for politicians, marketers of products and services, and even educators!

DELAWARE:
THE STATE AND ITS EDUCATIONAL SYSTEM

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DELAWARE: THE STATE AND ITS EDUCATIONAL SYSTEM

Most people are amazed when they see a map of Delaware for the first time, as Delaware is one of about five states whose outline cannot be made out from most national maps. (Even our cover map, which indicates the Wilmington Consolidated Metro Area, distorts the state's true dimensions by extending past the state's boundaries to show the Metro.) It is possible to ignore Delaware, even easier to underestimate it. Unlike its neighbor, New Jersey, which has crammed a very large number of people into a very small number of square miles (New Jersey and Japan have approximately the same density—1,000 persons per square mile), Delaware remains a small state in size and population. Although it is a southern state in many ways, it shares many characteristics of northern states (e.g., its growth rate during the 1970's was considerably slower than for the South as a whole).

Delaware's history suggests a state whose importance was much greater in the early years of our Republic, yet which remains a vital part of the nation. For example, Delaware was the first state to sign *both* the Constitution and the Bill of Rights, a fact almost unknown in this year of Constitutional celebration. In our time, more Fortune 500 companies are incorporated in Delaware than in any other state. Delaware has also become a (if not *the*) major center for bank credit cards and their processing. Behind both of these trends lies some very "progressive" banking legislation that allows banks a large amount of latitude in the making of money. In addition, Delaware relies on the only Court of Chancery, directly descended from the English judicial system, and favorable to the corporate side of many disputes, just as Louisiana makes use of aspects of the French legal system.

Delaware remains one of the best kept secrets around. Quality of life remains very high there on a number of indicators—beaches, quick movement throughout the state, relatively cheap housing for the East, relatively low crime rates, etc. Low population increases projected for the rest of the eighties indicate that Delaware will remain as it is today. Let's take a look at the state in terms of its basic demography.

DELAWARE'S PROFILE

1980 POPULATION	47th	594,338	1970: 548,104 1990: 629,900 (projected)
BLACK POPULATION	30th	95,845	
PERCENT BLACK	10th	16.1%	
HISPANIC POPULATION	44th	9,661	
PERCENT HISPANIC	26th	1.6%	
ASIAN POPULATION	n.a.	4,112	
FOREIGN BORN	26th	3.2%	
BORN IN ANOTHER STATE	13th	48%	
POPULATION OVER AGE 65	35th	10%	
POPULATION UNDER AGE 18	34th	28%	
AVERAGE AGE	26th	29.7 Years	
WOMEN IN WORKFORCE	19th	51.4%	
COLLEGE GRADUATES	17th	17.5%	
HIGH SCHOOL GRADUATES	27th	67.8%	
HOUSEHOLD INCOME	13th	$17,846	1987: $27,494 (12th)
HOUSING VALUE	25th	$50,200	

From this little portrait, we can see a state whose future is very much the present. Although the *number* of blacks is relatively small, the state is so small that the *percentage* shifts upward strikingly. Because the black percentage among youth is considerably higher than for the state as a whole (18 percent of adults are minority, and 30 percent of children), the future of Delaware will contain more minority citizens—black, Hispanic and Asian Americans. The state has fewer older and younger citizens, meaning that a large number of workers (age 30) will be moving into their peak earning years during the next decade. With a small percentage over age 65, a higher share of resources can be used to educate the young, and because of the small percentage of youth, the state can spend more per young person. However, the fastest growing segment of Delaware's population is persons over 85, and all indications are that the state's population will age rather rapidly during the next decade. In addition, Delaware's population of very young children (0-4 years) will show a slight increase until 1990, resulting in a small increase in school-age children early in the next decade.

Because many women are in the workforce (and because it is very difficult for a family to live a middle-class life on one income today) and because of the high percentage of college graduates, household income in Delaware is high, while housing costs are comparatively low, allowing a higher level of discretionary income, one of the major indicators of quality of life. However, this educational level and income level should produce a very high rate of retention to high school graduation, which is not the case. We will pursue that puzzle in a couple of pages.

It is interesting to observe more transience in the population than expected, in terms of people who were born in another state. In addition, migration reveals another factor that is increasing the minority proportion of Delaware's citizens, as can be seen below:

MIGRATION IN DELAWARE 1975-1980

	All	White	Black	Hispanic
In	81,174	67,603	10,180	3,094
Out	83,060	73,532	7,813	1,518
Net	-1,886	-5,929	2,367	1,576

During this period, the state lost 5,929 white citizens and gained 3,943 minority ones. If one adds higher minority fertility rates, it is clear that minority populations will gradually rise in Delaware, given that in 1985, 30 percent of Delaware youth were non-Anglo.

An important dimension of Delaware concerns the complexity of its only Consolidated Metropolitan Area, which is referred to by the Census Bureau as *Philadelphia-Wilmington-Trenton*. This metro area had 523,000 residents in 1980, almost the size of the entire Delaware population, and is an integral part of the "BosWash" corridor, the most densely populated section of the country. Within this corridor, the Wilmington metro lost some population in the city limits, but expanded its suburbs almost enough to cover the losses. However, *jobs* appear to be leaving Wilmington for the suburbs as well, which suggests some major difficulties for Wilmington in maintaining the stock of middle-class jobs and housing it now possesses.

A look at the job and industry picture for Delaware should be interesting in this regard. The first column indicates the percentage of Delaware workers who work in that area, the second indicates the relative contribution of that area to the Delaware economy, based on a national index of 100:

DELAWARE JOBS AND INDUSTRY, 1980

	PERCENT	INDEX
AGRICULTURE, FORESTS, MINING, FISHING	2.6%	65
CONSTRUCTION	6.5	110
MANUFACTURING	23.6	105
TRANSPORT, COMMUNICATION	6.5	89
RETAIL, WHOLESALE TRADE	21.8	107
FINANCE, INSURANCE, REAL ESTATE	5.1	85
BUSINESS, REPAIR, PERSONAL SERVICE	7.4	88
PROFESSIONAL SERVICE	20.9	103
PUBLIC ADMINISTRATION	5.5	104

This is a nicely diversified economy, particularly for a small state. Dependency on agriculture and mining is low, which is a favorable position these days. The construction figure is encouraging in terms of future economic growth (construction indicators generally go up before economic development occurs). Manufacturing is above the national average, but not by much, and most of Delaware manufacturing will not need the massive lay-offs and retraining characteristic of Michigan, Indiana and Ohio. (Delaware is, after all, home base for Dupont and a large number of other technically oriented firms, which helps to explain the excellent quality of the engineering department at the University of Delaware, as well as the unusually large number of engineers in the Delaware workforce—Delaware is to engineers what New York State is to lawyers.)

Retail and wholesale trade is excellent, as are professional and government services. The only surprise is in the "high end" of the service economy—financial services. Perhaps because of the proximity to New York, Philadelphia and other financial service giants, Delaware businesses have preferred to use these services rather than "grow their own." However,

with this one exception, the state's economy and workforce appear to be well balanced. Although not "recession-proof," there is clearly enough diversity in the Delaware economy to ride out most major economic storms. One problem Delaware will face in the future is the increasing share of new jobs which come from the low end of the service economy. The number of Delaware workers in specific jobs may make the point clear:

JOBS IN DELAWARE
(Total workforce 262,800)

Architects	200
Engineers	5,000
Doctors	1,100
Dentists	200
Lawyers	1,200
Computer Programmers	1,000
Secretaries	12,700
Fast food	12,700
Janitors	7,300
Assemblers	4,000

Although Delaware is high in engineering-related industries, it is clear that the low end of the service economy is moving ahead. (For this reason, 3.5 million people worked full time in the U.S. last year, yet were eligible for poverty programs.) Delaware, which has a good record in small business starts, needs to continue that effort, particularly in the businesses that will bring middle-income *service* jobs to the state. At the moment, for every computer programmer trained by Delaware's educational system, about 12 fast food workers and 7 janitors will also enter the workforce. It is not at all clear what sort of education *they* should receive—education debates center around computer programmers and not on cashiers, although nationally, for every *new* job created for a computer programmer there are 18 jobs created for cashiers. The major danger is that, as with the nation as a whole, the middle class will decline with more people moving into both the rich and poor columns. *Most* jobs must be middle-income jobs if we are to sustain a middle-class society.

There are a couple of items from the statistical grab-bag that may be worthy of attention. First, the state has

DELAWARE CRIME RATE
PER 100,000

MURDER	28th	6.9
RAPE	34th	24
ROBBERY	23rd	137
PRISONERS	8th	201*

*1981 Data

rather low rates of major crime—28th in murders (6.9 per 100,000 population), 34th in rapes (24 per 100,000) and 23rd in robberies (137 per 100,000). Yet Delaware is *8th* in prisoners (201 per 100,000 in 1981). Some interesting questions can be raised in terms of state priorities and procedures. This does not seem to be an aberration due to small state size, in that North Carolina, which leads the nation in prisoners per 100,000 population, ranks even lower than Delaware on most serious crime indicators! Apparently, some states just work harder on prisoners. Similarly, Delaware ranks 8th in the percentage of drivers that exceed the 55 MPH speed limit, yet ranks 16th in traffic fatalities per million miles driven, suggesting that even though most drivers break the speed limits, the roads are good enough (and straight enough!) to keep most people from getting killed.

Some social indicators are of interest—Delaware is 18th in divorces: 523 per 1,000 marriages. Abortion rates are higher than expected—the state ranks 12th with 399 abortions per 1,000 live births (still much lower than New York's 666 abortions per 1,000 births), and, even more interesting, Delaware ranks *2nd* in babies born out of wedlock. Twenty-three of every 100 babies born in Delaware today are born to unmarried parents. Only Mississippi has a higher rate. Why, in a state with high levels of income and education, is the illegitimacy rate so high? True, the rate is higher for blacks than whites, but not enough to explain the number two ranking for Delaware. It is important to realize that of the children who will enter elementary school in Delaware in the next five years, almost one-fourth of them will belong to unmarried parents. If you add to this the kids whose parents will divorce while they are under 18, you have well above half of the children coming to school in Delaware whose family background used to be called "unconventional." At this point we might look at some of the data on Delaware schools:

DELAWARE PUBLIC SCHOOLS: BASIC DATA

	1970	1982	1985-86
TOTAL ENROLLMENT	133,000	93,000	92,901
K-8	94,000	60,000	48,814
9-12	39,000	33,000	30,000
PUPIL-TEACHER RATIO	*	17.8:1	16.5:1
TEACHER SALARY	$12,009	*	$24,625
PER PUPIL EXPENDITURE	$ 1,383	*	$ 4,517
CHILDREN IN POVERTY	*	*	14.6%
PERCENT HANDICAPPED		16.4%	
PERCENT GIFTED		4.4%	
MINORITY:			30.72%
ASIAN			1.24%
AMERICAN INDIAN			.13%
HISPANIC			2.3%
BLACK			27.05%
BILINGUAL		1.0%	*

FUNDING PERCENTAGES FOR EDUCATION	1973-74	1985-86
FEDERAL	8.0%	7.7%
STATE	69.0%	68.7%
LOCAL	22.9%	23.5%

*Data Not Available

These numbers do not fully explain the decline in students from 1970 to 1983. *1984* was the first year during this period in which enrollments increased, reflecting an increase in K-4 enrollments which will spread through the system by 1991. (Grade 9–12 enrollments continue to decline until 1990, when the whole system begins to show increases.) Nationally, however, the "Baby Boomlet" ran out of gas in 1986, with the lowest birth rates ever recorded in the history of the nation—even the *number* of births declined. Whether or not Delaware can expect a decline in fertility in the years to come is a crucial planning issue. White births have been more unstable over the years than minority fertility—the Baby Boom rate for whites was 2.9 children per female, the current rate is 1.7. The current Mexican-American fertility rate of 2.9 children is very stable, and is exactly at the level for whites during the Baby Boom period from 1946 to 1964. Today, 55 million women are producing fewer children than 33 million women did during the Baby Boom.

One notices immediately the improvement in teacher salaries and per pupil expenditure, but compared to national norms, Delaware has moved from slightly above average on teacher salaries to slightly below the national norm ($25,257 for 1985-86) while still being above average on per pupil expenditure ($3,677 nationally in 1985-86).

Although several (excellent) publications from the State Department of Public Instruction mention the difficulty of doing state comparisons on retention to high school graduation (many youth move into and out of the state during a four-year period, making sophomore-senior comparisons questionable, etc.), it is necessarily one of the most widely used indicators of educational performance—like the SAT, because it is a simple and politically useful indicator, we must take it seriously. The official figures from the U.S. Department of Education show 8,076 ninth graders in Delaware in 1980, and 6,410 high school graduates in 1984, suggesting that 79.4 percent of the 1980 group graduated on time (this figure omits Special Education students). This is above the national norm of 74.1 percent by a considerable amount, ranking Delaware about 17th in the U.S. Department of Education data. Another way to think about it is to say that of the 44,087 students enrolled in grades 7-12 in 1985-86, 2,409, or 5.5 percent, dropped out. Four years of this rate gives you a total of 22 percent dropouts, or 78 percent graduates, quite close to the nationally derived figure for Delaware.

It would appear that Delaware retains its black students more effectively than the nation as a whole, in that blacks make up 27 percent of the public school enrollment but only 29 percent of the state's dropouts. In addition, blacks

constitute 22 percent of the regular high school diplomas issued during 1985-86. One would normally expect a lower figure for black graduation, indicating that the state is doing something right in this area. (The relatively small size of the state, and of most schools and classes, may be a contributing factor to the success rate among black students. In addition, there is a significant black middle class in Delaware which contributes to good academic achievement.)

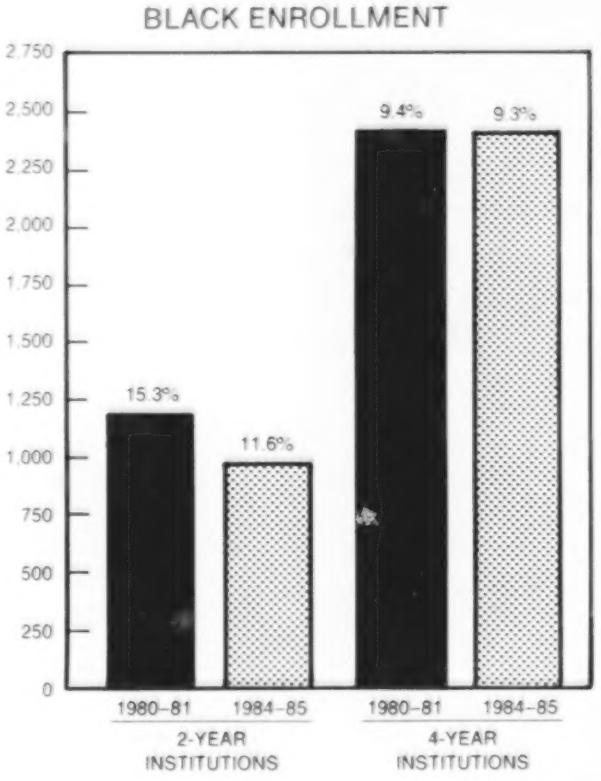
Although such retention data are not precise, the recording difficulties are common among states, indicating that, like the EPA mileage ratings of automobiles, the mileage is not what the individual driver gets, but the *ranking* of brands is quite accurate. Comparisons of retention rates across state educational systems are about the same.

Delaware is one of the few states in which high quality data are kept on the state's independent schools as well. During 1985-86, there were 22,479 students enrolled in Delaware's 121 independent schools, which represents 24 percent of the public school total, twice the national average for independent school enrollments. 18,615 were enrolled in Catholic and other religiously related schools, with 3,864 enrolled in non-affiliated schools. 9.8 percent of Delaware non-public school students are minority, about 1/3rd of the public school proportion.

Looking at the public schools for the state as a whole, it is clear that Delaware is not a "crisis" state at the present time. There are problems, to be sure, but the state did not take a beating during the 1982 recession, and adjustments to the economy and workforce will be gradual and small in scale. Its governors have been education-conscious in recent years, but not with the zeal of the Southeast governors. Partly this is because Delaware's educational system has never been *truly* behind the nation, and the urgent game of "catch-up" has not had to be played, at least not with the urgency of many other states.

DELAWARE HIGHER EDUCATION

Although there are only eight institutions of higher education in Delaware in 1985-86, five public and three independent institutions enrolling a total of 31,883 students, that does not mean that there are no coordination problems! In the first place, 3,348 high school graduates in 1981 chose to go out of the state to attend college somewhere else, about 29 percent of the potential freshmen in the state. (Other small Eastern states—Connecticut, Rhode Island, New Jersey and New Hampshire—also have high outmigration rates of college students. One of the latent functions of attending college is to get away from home, and if home is a hour's drive, you haven't truly "gotten away!") In addition, one must consider the appeal of Delaware for out-of-state students who come into the state to study—Massachusetts, North Carolina and Texas were the big winners using that index. For Delaware's 3,348 residents who left the state to study, 3,658 students entered Delaware to study in 1981, giving the state a tiny "net gain" in that department. Both the University of Delaware and Delaware State, its black counterpart, attract many out-of-state students. From 1970-1981, Delaware's first-time college enrollment dropped by 17 percent; from 1981-1984 the state held even, although public institutions dropped 5 percent while independents gained 49 percent. In 1982, 13 percent of Delaware's total enrollment was minority, while 29 percent of Delaware's public school students were. Actually, 13 percent minority enrollment in higher education is a little below the U.S. average of 17.4 percent in 1984, suggesting an area in which the state could work harder. Black enrollments in the state look like this:



Hispanics were only 96 and 94 enrollments in two-year institutions and 146 and 212 in four-year institutions during the intervals discussed above. Asian enrollments in two-year institutions were 73 in 1980-81 and 88 in 1984-85 and in four-year programs, 126 in 1980-81 and 279 in 1984-85. At the graduate level, the only increase was blacks in graduate school, up from 52 to 109.

In 1984, 27,422 students were enrolled in public institutions in Delaware, while 6,072 (18 percent of all students in the state) were in independent institutions. Although 18 percent doesn't sound like much, the *numbers* of students tell a different story—independent enrollments in Delaware actually jumped from 2,392 in 1967 to 6,072 in 1984. The sector seems to be viable in Delaware higher

education, even when enrolling less than 20 percent of the state's students.

The state is higher than average in terms of tax *capacity*, but in terms of "level of effort," the state only rates 87 with a national average of 100. This indicates clearly that there are unused revenues in the state for future needs, including public schools and higher education! (Additional support for this notion is that most referenda in the state for additional public school funding passed in the last decade.)

Although the numbers in higher education in Delaware are small, the proportions indicate that the state is rather well served by its higher education system, both in terms of physical access to a campus and in terms of the range of campus programs and types. To have both a "flagship" like the University of Delaware as well as a traditionally black institution, Delaware State, is unusual diversity for a small state. (Indeed, one of the problems in the state is the need for greater articulation and collaboration between these two institutions, as well as with Delaware public schools.)

GENERAL CONCLUSIONS

Delaware is a good example of the falsity of the old notion that small is simple. Although a small state in terms of population, its social systems and bureaucracies can be complex indeed. One indicator of this is the fact that the Mason-Dixon Line parallels the state's western border, making Delaware the only state *east* of the line. Like the South, Delaware's black population is larger than the national average as a percent of the state's total. Like the North, Delaware did not share in the population growth characteristic of southern states during the last decade.

Delaware has been unusually popular with American businesses, leading to more Fortune 500 companies being incorporated there than in any other state. This characteristic will be very helpful in Delaware's future, as will the high level of household income, well above the national average. Its manufacturing capacity will not need the retraining and job creation efforts that have characterized Michigan, Indiana, and Ohio. However, the need for engineers will increase slightly in the future, but not as steeply as the need for service workers, particularly for those jobs that pay $5.00 an hour or less.

Delaware's youth population has proportionately more blacks than the state as a whole, suggesting a gradual increase in the proportion of the state's adult population who are non-white. In addition, Delaware has an unusually high number of independent schools. The higher education system in the state is diverse, with both a "flagship" university and a traditionally black university, as well as some private institutions and community colleges.

Here are some recommendations regarding the future of the state and its educational system:

1. With an increasing percentage of the state's population over 65, and an increasing group of young children, there will be increased demand for resources for the young and old. These resources will be generated by a large workforce in their thirties, moving into their peak earning years. A smaller generation will be entering the workforce until about 1995, and this group will provide a disproportionate share of the generational transfer payments needed to provide services to both the young and the old. If one looks at the increase in younger children in the Delaware school system, it is increasingly minority, although the increase is relatively slight. As a result, an aging and heavily white workforce will find itself dependent upon a workforce increasingly female and minority in composition. It is vital that both women and minorities have access to jobs with economic potential if this cycle is to operate in each generation's best interests in Delaware.
2. Coordination between educational levels in Delaware should be excellent; however, even in a small state the contacts between those in public schools and higher education are hard to develop. There is a need to develop a collegial relationship among those who lead the various educational systems, including those in Delaware business engaged in education and training programs. Independent schools and colleges also bring important gifts to the party. At the moment, community colleges play a major role in many of these relationships, but more people need to be involved. In addition, Delaware State University needs to be seen as a major resource in the development and enhancement of Delaware's black middle class, particularly in engineering and the professions.
3. The percentage of children in poverty in Delaware is too high for a small, fairly wealthy state. As the teenage population declines into the 1990's, it becomes more important that *every* Delaware youth succeed—there will be no surplus kids to throw away. Here is an area in which the entire state's future interests can be served, by meeting the extra needs of Delaware youth who are at risk of school failure.

DELAWARE—SUMMARY OF MAJOR POINTS

1. Delaware is a small, but complex, state. It has attributes of both northern and southern cultures—above average on manufacturing and on the percentage of blacks in the population. (It ranks 10th in the percentage of blacks in the population.)
2. Its businesses have always required a high number of professionals (especially engineers), but increasingly will have job openings in the low end of the service economy. This may change the current situation of above average household income levels in Delaware.
3. Sixty-seven percent of Delaware's citizens live in the Wilmington Metropolitan Area. Although Wilmington's suburbs have grown and the core city has declined, the decline has been less than other eastern metros. The issue in the future will be *jobs* moving to Wilmington's suburbs, a development which is now beginning, and which represents a major threat to the core city in the future.
4. The Delaware economy shows a healthy balance between the sectors, with diversification a major factor in the state's relative economic stability. A rather high percentage of women are in the workforce, contributing to a high level of household income. In the future, daycare will become a major issue, given the current increases in birth rate in the state.
5. Delaware is 18th in divorces, 12th in abortions and 2nd in out of wedlock births. Although the state tends to be economically conservative, a majority of children will come from "nontraditional" homes.
6. The state's three counties enroll about even percentages of black children. The 121 independent schools in Delaware enroll about 24 percent of the public school total, about twice the national average. Public schools in Delaware seem to graduate a higher percentage of black students than in the nation as a whole. However, given the state's many advantages, the retention rate to high school graduation for all children could be improved.
7. Higher education in Delaware is very diverse for a small state, including public and private institutions, community colleges, a traditionally black institution and a "flagship" state university. Although 3,348 high school graduates leave the state to go to college elsewhere, 3,658 students come into Delaware from other states in order to pursue a college degree, making Delaware a slightly "net gain" state in terms of student migration.
8. The state is above average in tax *capacity* and below average in taxes *raised*, giving the state a low rating on level of effort in its tax base. In the public schools, a majority of funding has come from state sources since the 1970's, unlike many states that suddenly find themselves in a situation of increased state funding, with consequent declines of autonomy on the part of local school boards. The State Board of Education has been powerful in Delaware for some time.
9. There is a need for increased voluntary coordination between the public and independent schools, institutions of higher education and those representing business education and training programs. In a small state, these activities should be successful, and could serve as a model for larger and more complex states as we in America go about the business of re-defining collaboration.